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COMBINED BRIEF  
PICKERING TOWNSHIP  
and  
SCHOOL AREA NO. 2







COMBINED BRIEF


MUNICIPALITY OF  
TOWNSHIP OF PICKERING

and

BOARD OF TRUSTEES  
SCHOOL AREA NO. 2

C. W. Laycox,  
Reeve.

J. H. Adamson,  
Chairman.



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### 1. Physical Location:

The Township of Pickering has an area of 70,712 acres, commencing at the north shore of Lake Ontario and extending northerly some 14 miles along the easterly limit of Metropolitan Toronto and the Township of Markham, with a frontage of 9 miles on Lake Ontario. Pickering forms the largest and most populated Township in the County of Ontario with a complete full time municipal staff to augment the policies and directions of the elected representatives. Within the boundaries of the Township are located two self administered municipalities, namely the Village of Pickering and the Town of Ajax.

### 2(a) Local Administration:

Pickering Township is administered by an elected Municipal Council, on the basis of a two year tenure of office. The Council is composed of a Reeve, Deputy-Reeve and five councillors, one elected from each of five wards into which the Township has been arbitrarily subdivided for administrative purposes. Effective January 1, 1964, the Township has relinquished control over the Township assessment to the County of Ontario in the belief and hope that such action will lead to a better and more fair assessment to all concerned. Pickering Township is leading the way in





Structure and Organization (continued)

Ontario County in this respect as it has done over the years in many other matters.

**2(b) Local School Boards:**

The Pickering District High School Board administers three High Schools in the municipalities of the Township of Pickering, the Village of Pickering and the Town of Ajax. In 1960 there was an enrolment of 1,240 students, increasing by 1963 to an enrolment of 2,116 students. Of this number, approximately 66 per cent of the students are residents of Pickering Township. The Public School system comprises a total of 22 schools with an enrolment of 4,484 students, with the Separate Schools having an enrolment of 451 students in 1963.

**2(c) School Area No. 2**

Pickering Township School Area No. 2 is located in the south-west portion of Pickering Township. The western boundary is the Township of Scarborough; the eastern boundary, Brock Road; the southern boundary, Lake Ontario; and the northern boundary, the second concession of the Township. The School Area is 7 1/2 miles long and 2 1/2 miles wide. The School District is under the administration of five elected trustees who hold office for a period of two years. There are eight schools in the area. These are situated on either side of Highway 2.





Structure and Organization (continued)

The total value of buildings and equipment is \$2,101,350.00 according to a 1962 valuation. The Area is traversed by Highway 401 and Highway 2, as well as the C.N.R. main railway line and the C.N.R. by-pass to the new marshalling yards in Vaughan Township.

**3(a) Population:**

The 1963 Township population of 21,891 is so distributed that 15,076 persons reside in School Area No. 2, being an area of 19 square miles. It is estimated that by 1980, the Township population will be 57,000; therefore our growth staging as planned should show about 50,000 persons will live in School Area No. 2. Previous independent surveys support the statement that 87% of the wage earners in School Area No. 2 obtain their employment within the Metropolitan Area, not within Pickering Township.

**3(b) Population and Assessment - School Area No. 2:**

Seventy-two per cent of the entire Township population lives in this school district. Future trends are best forecast by the following quotation from a planning report.

"The bulk of this new population will reside in the southwestern part of the Township especially between the lakefront and the third concession. The pattern for this development is already established due to past trends and development





Structure and Organization (continued)

now being undertaken, while this part of the Township may be more readily served by sewers and water. It is projected that by 1980 almost 87% of the total population, or say 50,000 persons will probably reside in this area." \*

The 1962 assessment of the Township was \$26,600,630; and the 1962 assessment of this school district was \$15,936,359. 59.9% of the total Township assessment is within the boundaries of this school area.

In size of school population, the school area is equivalent to such other Ontario centres as Waterloo, Woodstock, St. Thomas, Cornwall, Barrie and Richmond Hill.

#### 4. Taxation:

The urban area or School Area No. 2 in 1964 carries a mill rate, a high of 101.9 with an average over the area of 88.0 mills. Of this mill rate, educational requirements are as follows:

Public and High School	50.6 mills
Separate and High School	57.7 mills

As a direct result of the overbearing educational costs, councils have found it exceedingly difficult to curb this ever increasing cost, with the result other municipal services are being penalized. This situation can only be

\* Planning Report by Project Planning Associates Limited,  
40 Irwin Avenue,  
Toronto 5, Ontario. (May, 1962)





Structure and Organization (continued)

accommodated for a very limited period without very serious consequences.

The mill rate picture in the rural area shows quite a different picture. In 1964 this area carries a mill rate, a high of 79.2 with an average over the area of 59.29 mills. The educational cost requirements are much lower in the various school sections and since there are 17 school sections and areas, each with varying educational mills, only an average is given.

Public and High School      30.4

5. Pupil Enrolment - School Area No. 2:

Pupil enrolment in September, 1963, was 3,200. This is approximately 72% of the total public school enrolment in the Township of Pickering. A teacher-pupil ratio of 1 to 30.8 has been maintained, notwithstanding the fact that some additional supervisory personnel has been added to the staff.

According to the report of Project Planning Associates Limited, the projected public school population by 1980 will be 10,000. Natural growth increases will produce a school population of 3,600 within 1964.

In the Area there are approximately 3,500 houses whose owners support the public school system. This is an index of .9 pupils per house. This factor is high in relation to





Structure and Organization (continued)

the factor used by the Metropolitan Toronto School Board for single family dwellings.

6. School Area No. 2 Personnel:

At the present time we have an academic staff of 104, and a caretaking and administrative staff of 16. The average salary for teaching staff in 1963 was \$5,196. The provincial average salary was \$5,742 in 1962. \*

Because we are adjacent to Metropolitan Toronto, we must compete for the services of competent staff. The teachers' salary schedule provides for starting salaries, general increments, and maximum salaries, up to and including the graduate level of B.A., that are comparable to other urban centres in Ontario, and Metropolitan Toronto in particular. However, this schedule has become a recruiting schedule chiefly, because in order to maintain the cost of instruction and average salary at a reasonable level, it has been necessary to replace teachers who transfer or retire from staff with beginning teachers. At the present time, 23% of our teachers are in their first year of teaching and 39% have less than three years experience.

Regulations of the Ontario Department of Education require that Elementary School Principals of large schools

\* Report of Minister of Education - 1962





Structure and Organization (continued)

hold academic qualifications equivalent to the Bachelor of Arts degree. The implication of this is that the salary range for qualified Principals is higher and is approximately equivalent to the scale paid to Elementary School Principals in schools of similar size in Metropolitan Toronto.

7. Services:

In addition to the heavy requirements occasioned by urbanization and natural growth for the extension of municipal services, such as water and sewers, the water table within the Township is dropping at an alarming rate. This lowering of the water table is nearing the point of serious concern in all portions of the Township, and is requiring the provision of municipal water into areas not anticipated, in order to forestall a possible health problem. The heavy school construction programme further necessitates the extension of municipal services.

8. Transitional Period:

Pickering Township is at present plagued with the transition and growing pains of changing from a rural area to a partially urban and partially rural area with all the problems related thereto. To further aggravate this situation, development in Metropolitan Toronto of an industrial and commercial nature enhances their tax structure to a noticeable degree, but imposes "the eating end of the horse", residential development of an urban character upon the "fringe" areas.





## 2.2 Financial Statistics - Comments and Observations

Reference Table 1 attached.

### Percentage Increases for Period 1959 - 1963

1. Enrolment	44%
2. A. D. A.	63%
3. Gross Cost	77%
4. Gross Cost per Pupil of A. D. A.	8%
5. Capital Expenditures	79%
6. Operating Expenses	96%
7. Instruction Supplies	69%
8. Instruction and Supplies per Pupil of A.D.A.	3%
9. Provincial Grant	11%

Enrolment and average attendance increased almost 50%, while costs of operating and capital expenditures increased by an average of almost 87% during the five-year period under review. At the same time as this was occurring, the Provincial Legislative grant increased by only 11%. The cost of instructional supplies increased by 3% per pupil of A.D.A. We submit, therefore, that in relation to controllable instructional items, the administration has been consistently economical. However, because of the disparity between grant and cost increases, the resulting increase in local taxation levy has been considerable.





TABLE 1

## PUBLIC SCHOOL FINANCIAL STATISTICS - AREA NO. 2 PICKERING TOWNSHIP

	1959	1960	1961	1962	1963
GROSS COST.....	\$506,677.00	\$608,294.00	\$644,553.00	\$802,201.00	\$898,444.00
PROVINCIAL GRANT.....	230,647.00	235,465.00	252,017.00	327,927.00	355,000.00
NET COST.....	276,030.00	372,829.00	392,536.00	474,274.00	543,444.00
CAPITAL EXPENDITURES....	95,935.00	120,453.00	106,576.00	171,780.00	172,328.00
OPERATING EXPENSES.....	88,247.00	103,862.00	107,616.00	142,510.00	180,537.00
INSTRUCTION & SUPPLIES..	322,495.00	383,978.00	430,361.00	487,810.00	545,579.00
GROSS COST LESS DEBT CHARGES.....	410,742.00	487,841.00	537,977.00	630,421.00	726,116.00
A.D.A. CURRENT YEAR.....	1791	1854	2136	2430	2933
ENROLMENT OCTOBER OF PREVIOUS YEAR.....	2023	2094	2197	2544	2912
PER PUPIL OF A.D.A.					
GROSS COST.....	283.00	328.00	302.00	330.00	306.00
GROSS COST LESS DEBT CHARGES.....	229.00	263.00	252.00	260.00	247.00
INSTRUCTION AND INSTRUCT- IONAL SUPPLIES ONLY...	180.00	207.00	201.00	200.00	186.00
PROVINCIAL GRANT.....	129.00	127.00	118.00	135.00	121.00

Table 1. Summary of the results of the analysis of variance for the effect of the treatment on the response of the different groups of subjects.

Source	SS	df	MS	F	P
Total	100.00	100	1.00		
Between groups	10.00	10	1.00	10.00	.0001
Within groups	90.00	90	1.00		
Error	80.00	80	1.00		
Total	100.00	100	1.00		
Between groups	10.00	10	1.00	10.00	.0001
Within groups	90.00	90	1.00		
Error	80.00	80	1.00		
Total	100.00	100	1.00		
Between groups	10.00	10	1.00	10.00	.0001
Within groups	90.00	90	1.00		
Error	80.00	80	1.00		
Total	100.00	100	1.00		
Between groups	10.00	10	1.00	10.00	.0001
Within groups	90.00	90	1.00		
Error	80.00	80	1.00		



### 2.3 Gross Cost and Assessment Trends

#### Percentage Increases Period 1959 - 1963

	<u>Gross Cost</u>	<u>Assessment</u>
Per Pupil of Enrolment	23%	47%
Per Pupil of A. D. A.	8%	30%

The increase in assessment compares favourably to the percentage increases in enrolment and average daily attendance. As the increase in assessment was partly the result of a reassessment of property in this School Area carried out in 1962, it does not reflect clearly the change in taxation raised locally. It is emphasized, however, that the modest gains in assessment during the period were offset by substantial increases in capital expenditures and operating costs. The result, again, was a proportionate increase in the local levy for public school purposes. Details are included in Table 2 attached.



TABLE 2

## PICKERING TOWNSHIP SCHOOL AREA NO. 2 TRENDS

	1959	1960	1961	1962	1963
ENROLMENT OCTOBER PREVIOUS YEAR.....	2023	2094	2197	2544	2912
A. D. A. CURRENT YEAR.....	1791	1854	2136	2430	2933 est.
GROSS COST PER PUPIL					
ENROLLED.....	\$251.00	\$291.00	\$293.00	\$315.00	\$309.00
A. D. A. ....	\$283.00	\$328.00	\$302.00	\$330.00	\$306.00
PROVINCIAL GRANT PER PUPIL					
ENROLLED.....	\$114.00	\$112.00	\$115.00	\$129.00	\$122.00
A. D. A. ....	\$129.00	\$127.00	\$118.00	\$135.00	\$121.00
ASSESSMENT PER PUPIL					
ENROLLED.....	\$3,772.00	\$3,980.00	\$4,150.00	\$5,810.00	\$5,550.00
A. D. A. ....	\$4,261.00	\$4,495.00	\$4,272.00	\$6,095.00	\$5,511.00





2. Comparative Costs by Type of Expenditure

The table of comparison figures (table 3 attached) indicates that this school administration has consistently maintained a cost factor that is comparable to the provincial average for school districts with an average daily attendance of 1,000 - 3,000.

Two categories show marked differences:

- (a) The debenture cost as compared to the provincial average in 1961 was 20% higher. This is explainable in terms of the increased enrolment during the period and the necessity to increase school accommodation.
- (b) Transportation costs are 100% higher than the 1961 provincial average. Highway 401 (a non-access road), lack of service roads, and difficulty of north to south pupil mobility, have resulted in extended requirements for bus transportation and equipment.





TABLE 3COMPARATIVE DATASCHOOL COSTS PICKERING TOWNSHIP SCHOOL AREA NO. 2PER PUPIL OF A.D.A.

	1961 Average * for 1000-3000 A.D.A.	PICKERING T.S.A.NO. 2		
		1961	1962	1963 Est.
INSTRUCTION.....	\$184.00	\$189.00	\$188.00	\$173.00
INSTRUCTIONAL SUPPLIES..	12.00	13.00	13.00	13.00
ADMINISTRATION.....	10.00	8.00	11.00	9.00
PLANT OPERATION.....	28.00	31.00	34.00	36.00
PLANT MAINTENANCE.....	12.00	6.00	7.00	10.00
AUXILIARY SERVICES.....	1.00	1.00	1.00	1.00
TRANSPORTATION.....	2.00	4.00	6.00	5.00
DEBENTURE DEBT.....	39.00	47.00	59.00	53.00
CAPITAL OUTLAY - CURRENT FUNDS.....	6.00	3.00	11.00	6.00
T O T A L	\$294.00	\$302.00	\$330.00	\$306.00
AVERAGE DAILY ATTENDANCE (A.D.A.)		2136	2430	2933

\*Reference report on Operational Costs of Education  
dated 28th June, 1962, published in July - August  
1962 issue of THE ARGUS.

15/7/63



2.5 Comparative Costs - Other Fringe Areas

An investigation of fringe area municipalities of Richmond Hill and Vaughan Township reveals that in terms of gross cost, this school administration compares favourably. However, because of a low assessment per pupil of average daily attendance, our requisition to council is considerably more than those of the two municipalities being compared.





TABLE 4COMPARATIVE DATA ON SCHOOL FINANCING

IN RICHMOND HILL, VAUGHAN TOWNSHIP, PICKERING T.S.A. NO. 2  
(SCHOOL DISTRICTS ADJACENT TO METROPOLITAN TORONTO)

A. TOTAL AMOUNTS

	<u>RICHMOND HILL</u>	<u>VAUGHAN TOWNSHIP</u>	<u>PICKERING T.S.A.2</u>	
	<u>1962</u>	<u>1962</u>	<u>1962</u>	<u>1963 Est.</u>
GROSS COST.....	\$977,000	\$982,000	\$802,000	\$898,000
PROVINCIAL GRANT	467,000	336,000	328,000	354,000
DEBENTURE COST..	*	147,000	143,000	156,000
ASSESSMENT FOR PUBLIC SCHOOLS	28,792,000	23,840,000	14,811,000	16,166,000
REQUISITION TO COUNCIL.....	495,000	569,000	448,000	559,000
AVERAGE DAILY ATTENDANCE (A.D.A.) .....	2925	2738	2430	2933

B. AMOUNT PER PUPIL OF AVERAGE DAILY ATTENDANCE

	<u>RICHMOND HILL</u>		<u>VAUGHAN TOWNSHIP</u>		<u>PICKERING T.S.A.2</u>	
	<u>1962</u>	<u>1963</u>	<u>1962</u>	<u>1963</u>	<u>1962</u>	<u>1963</u>
GROSS COST..	334.00	*	359.00	*	330.00	306.00
GRANT.....	160.00	158.00	122.00	123.00	135.00	121.00
DEBENTURE...	*	*	*	*	59.00	53.00
ASSESSMENT..	9,601.00	8,928.00	8,707.00	8,024.00	6,100.00	5,500.00
REQUISITION.	169.00	159.00	207.00	211.00	192.00	191.00

\* Not available from data discussed on May 15th, 1963





## 2.6 Educational Tax and Provincial Assistance

### 1963 Levy Public School Purposes

P.T.S.A. No. 2 (1963)	One Metro Municipality (1963)
Public School Levy - 34.0 mills	8.50 mills - Metro
	<u>10.26</u> mills - Local
	18.76 mills

Metro - 1 mill levy = \$25.00 educational revenue

P.T.S.A. No. 2 - 1 mill levy = \$9.00 educational revenue

1 mill Metro levy produces 177% more educational revenue than the corresponding rate in Pickering Township School Area No. 2, although both have an equalized assessment.

The Metropolitan levy of 8.50 mills produces an amount which, when added to the Provincial Legislative grant, permitted the municipality of Metropolitan Toronto through the Metropolitan Toronto School Board to pay a maintenance assistance payment of \$205 per pupil of average daily attendance in 1962 to elementary public school boards.

If this school board had received such an allowance in 1962, it would have meant an increase of 17% in assistance and a corresponding reduction in the local levy of approximately 8 mills. This figure can be used for comparison purposes as the Township of Pickering has achieved an equalized assessment by provincial standards.



METROPOLITAN TORONTO-PICKERING TOWNSHIP RELATIONSHIPS

We offer the following as supporting evidence that for educational purposes, the elementary public schools of this area should be considered for financial aid on the same basis as those in Metropolitan Toronto.

- 3.1 By survey, 87% of the residents of this area derive their income from Metropolitan Toronto industry and commerce. Of the remaining percentage, a number are employed in the industrial communities of Oshawa and Ajax. Pickering School Area No. 2 is thus a dormitory community for a large percentage of residents who are employed elsewhere.
- 3.2 The tax source for educational purposes is almost 90% residential. In 1963, the percentage of industrial-commercial assessment was 11.57.
- 3.3 Pickering Township and this district are under the control and administration of the Metropolitan Toronto Planning Board.
- 3.4 The need for water and sanitary services for East Scarborough, Markham and Uxbridge Townships can probably best be met by installations in Pickering Township at the lake front. These land areas are naturally orientated to the Pickering Township watersheds entering Lake Ontario within the Township boundaries.
- 3.5 Pickering Township has available the only serviced lakefront property for industrial and power development in the eastern





Metro-Pickering Relationships (continued)

Metropolitan Toronto region.

- 3.6 The Canada Post Office and Bell Telephone Company both list and service a large portion of this district as an east suburban Toronto entity - viz. Atlantic telephone exchange, and West Hill Post Office.
- 3.7 Educational costs of instruction, operation, maintenance and construction are equivalent to Metropolitan Toronto. This area is in the Metropolitan Toronto Region as designated by the Toronto Labour Council.
- 3.8 Transportation costs are considerable because of distances and geographical factors.
- 3.9 One large Toronto daily newspaper publishes a supplement at regular intervals which it refers to as "Suburban News - East Edition". This community is included in this classification of municipality.
- 3.10 The municipality of Metropolitan Toronto display booth at The Canadian National Exhibition, 1963, referred to this district for future development as a part of Metropolitan Toronto.
- 3.11 Ninety per cent of Pickering Township east to the Duffin's Creek watershed lies within the jurisdiction of the Metropolitan Toronto and Region Conservation Authority. It is imperative that adequate recreational and conservation areas be provided for the large metropolitan population. This fact





Metro-Pickering Relationships (continued)

underlines the inter-dependency of the entire metropolitan region and is supported by 1964 Metropolitan Planning Board proposals as evidenced in their official plan.

- 3.12 As a school system grows, the incidence of children who require special education facilities increases. Services for the physically handicapped, emotionally disturbed, speech handicapped, deaf, psychological and psychiatric clinics, and diagnostic educational clinics can only be provided on a regional basis.
- 3.13 The services of a research centre and curriculum planning department would do much to improve the quality of our instructional programme. These clinical and school services are presently being provided by the larger units of administration within the boundaries of Metropolitan Toronto. The children of this adjacent municipality should not be denied the benefits of these services.
- 3.14 In a recent address by the Honourable J. Robarts, Prime Minister, the subject of a transit survey was discussed. The Prime Minister noted that in suburban east Toronto, the line "Dunbarton-Toronto" would be an integral section of the travel system. This fact further underlines the related problems of the metropolitan region and the pertinent inter-relationships which exist between this section of Pickering Township and the present municipality of Metropolitan Toronto. (cf. Metropolitan Toronto and Region Transportation Study,



Metro-Pickering Relationships (continued)

October 1963 - Ontario Government)

- 3.15(a) Mr. M. Jones, former Planning Commissioner of Metropolitan Toronto, in an article in the Toronto Telegram of October 23, 1963, is quoted "We have an opportunity to advance some new theories about government in the metropolitan area..... we are dealing with a complex seamless web."
- 3.15(b) The official plan recognizes that planning control and municipal works are carried out on both the metropolitan and the local area level, and that this basic division will continue irrespective of the actual form which municipal organization may take from time to time. While the plan is geared to the present organization of a federated Metropolitan municipality responsible for metropolitan services and functions, and local area municipalities responsible for local services and functions, it deals explicitly only with those matters which are of area-wide or metropolitan concern and would be so even if the current organizational structure were to be significantly altered.





SECTION 4SUGGESTED COURSES OF ACTION \*

1. Add the municipality of Pickering Township to the Metropolitan Toronto organization for educational purposes.
2. Amalgamate all of the school systems of the Metropolitan Planning Area and administer them in sections, divisions, or units, on the basis of enrolment, not municipal boundaries.
3. Some tax sharing arrangement with Metropolitan Toronto would be desirable. Equalization maintenance assistance payments to education in the entire Metropolitan Planning Area would serve to equalize educational opportunity, cost and ability to pay. This principle could be applied to the entire region without any change in present municipal organization.
4. That the Municipal Unconditional Grants be increased in metropolitan fringe areas for municipalities with over 20,000 population from 3.75 per capita to 5.50 per capita or equal to the municipal grants paid in Metropolitan Toronto.
5. It is recommended that arrangements be made to supplement the cost of municipal services of water and sewers to that part of the Township embodying the dormitory area of residential development.

(\* Reference - Original Brief, Sections 4.1, 4.3, 4.5, 4.6, 4.7)



SECTION 5WHAT THIS PROPOSED SOLUTION WOULD MEAN  
IN 1964 TO PICKERING TOWNSHIP  
- - - - -(A) MUNICIPAL SERVICES

<u>At Present</u>	<u>Under Equivalent Metro Municipal Grants</u>
General Levy - 22.5 mills	19.3 mills

(B) SCHOOLS (EXAMPLE AREA NO. 2)

<u>At Present</u>	<u>Under Metropolitan Maintenance Assistance Payments</u>
Residential Levy - 31.2 mills	20.2 mills

(C) TOTAL TAX RATE (ONE DISTRICT)

Residential	87.4	73.2
Commercial	97.0	79.8

(D) RESULTS

This new level of taxation would mean -

1. Improved municipal services
2. Improved school services equivalent to other Metropolitan municipalities.
3. A tax rate comparable to other Metropolitan Toronto municipalities.
4. A competitive tax structure in order to develop a more realistic industrial and commercial tax base.





CONCLUSION

1. Bureau of Municipal Research  
Report to Ontario Committee on Taxation -

"It also warned that the whole Toronto-Hamilton complex must be considered a single entity for planning and financial needs."

2. October 19th Globe and Mail - Ontario Municipal Board Decision  
Re: Sault Ste. Marie -

Mr. J. A. Kennedy, Chairman, noted that 30 per cent of the employees of industries located inside the city limits live in Korah and Tarentorus Townships. "In other words," they said, "the taxes from these industries are available to provide services for the 70% who live in the city but not for the 30 per cent who live in these two Townships."

3. The health of adults and children and the educational requirements of children and young people should not be discriminated against by artificial municipal boundaries.
4. We urge you to give this section of the Metropolitan Planning Area a functional as well as administrative concept.









